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ABSTRACT

The first main section of the paper consists of a description and analysis of some of the main features of primary education in Zambia at the present time, set against the developments that have taken place since independence in 1964. The purpose of this section is to outline the context within which the system of primary inspection in the country operates. The second section reviews the structure, staffing, and activities of the primary inspectorate and its relationship with other branches of the education service and attempts some appraisal of the contribution that inspection is making to the improvement of primary education in the country. The third, and final, section summarizes the conclusions reached and the suggestions put forward for developing the system of inspection. (Author)

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IIEP research report: (16)

PRIMARY SCHOOL INSPECTION IN ZAMBIA

Mervyn W. Pritchard

The organisation and staffing of the primary school inspectorate: case studies - 6

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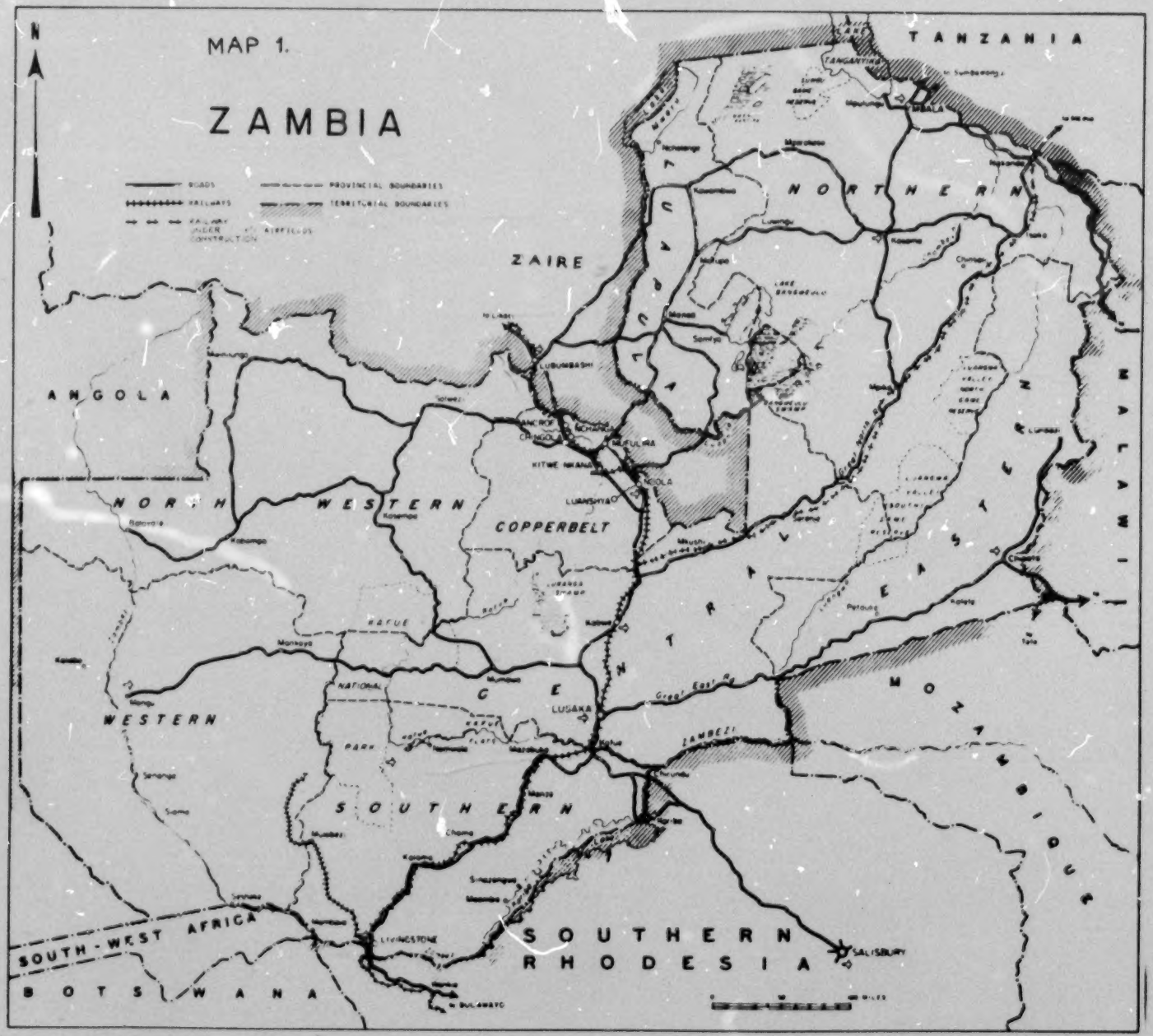
INTRODUCTION

1. This paper is the result of a mission to Zambia undertaken in January and February 1973 to study the inspection and supervision of primary education in that country. It is one of six case studies carried out under a research project designed by the International Institute for Educational Planning, Unesco, Paris to examine the functions and methods of work of the primary school inspectorate in different countries in Africa, Asia and Latin America in relation to the improvement of instruction, to note those practices and arrangements which seem to be effective and to make practical suggestions in respect of staffing, operation, recruitment and training. The first four days of the mission were spent in the Ministry of Education and Culture, Lusaka, for initial discussions with the Chief Inspector of Schools and his senior colleagues at headquarters and for planning the programme to be followed. Then, in successive weeks, the Consultant, accompanied by a senior Primary Inspector from headquarters, visited the Copperbelt, Southern or Eastern Regions where he was privileged to accompany the Primary School Inspectors on their visits to schools and was able to have full discussions with them and with members of the administrative staff at regional and district offices. The final work was spent in the capital, working with the Lusaka Region inspectorate, visiting various educational institutions and agencies and holding final discussions at the Ministry. The Consultant wishes to record his sincere thanks for the full and friendly co-operation extended by the Chief Inspector and all his colleagues both in the Ministry and in the Regions and for the admirable arrangements made for his tour. He was greatly helped by the information and advice they gave. He accepts sole responsibility for the views expressed in this paper and also for any errors of fact.

2. The first main section of the paper consists of a description and analysis of some of the main features of primary education in Zambia at the present time, set against the developments that have taken place since independence in 1964. The purpose of this section is to outline the context within which the system of primary inspection in the country operates. The second section reviews the structure, staffing and activities of the Primary Inspectorate and its relationship with other branches of the education service and attempts some appraisal of the contribution that inspection is making to the improvement of primary education in the country. The third and final section summarizes the conclusions reached and the suggestions put forward for developing the system of inspection. The statistics quoted in this paper are derived from Educational Statistics, 1972, published by the Development and Planning Unit of the Ministry of Education and Culture in March 1973. The Consultant gratefully acknowledges this source.

3. The Country and the People

Zambia, previously the British colony of Northern Rhodesia, became an independent republic within the Commonwealth in 1964. The country covers an area of 290,587 sq. miles (see Map 1) and is divided into eight Provinces: Luapula, Northern, Eastern, North-Western, Western, Central, Copperbelt and Southern. For the purposes of educational administration there are nine Regions, which coincide with the Provinces, except that Central Province, because of the size of its population, is divided into the two Regions of Lusaka and Kabwe. Lusaka is the capital of the country and the seat of Government. Each Province is administered by a Minister of State, and is divided into a number of Districts, each headed by a District Governor. The various Government ministries are represented by officers at Provincial and District levels.


MAP 1.
ZAMBIA
N
ROADS
RAILWAYS
RAILWAY UNDER CONSTRUCTION
AIRFIELDS
PROVINCIAL BOUNDARIES
TERRITORIAL BOUNDARIES
TANZANIA
ZAIRE
ANGOLA
NORTHERN
NORTH WESTERN
COPPERBELT
LUSAKA
WESTERN
SOUTHERN
MOZAMBIQUE
SOUTH-WEST AFRICA
BOTSWANA
SOUTHERN RHODESIA
SALISBURY
LIVINGSTONE
KAFUE
LAMBEZI

4. The last census of 1961-63 gave a total population of 3,493,590. In 1971 it was estimated at 4,336,000(1), having grown at the rate of about 2.7 per cent per annum in the intervening period, and it was expected to increase to about 5 million in 1976 at a rate of growth of 2.9 per cent per annum. The Second National Development Plan, from which these figures are taken, illustrates the striking difference in population growth between the urban and rural Provinces and the drift from the country to the towns. Between 1963 and 1969 the population in Luapula Province increased by only 6 per cent; in the same period the population of Ndola, the chief city of the Copperbelt increased by 50 per cent and that of Lusaka, the capital of Zambia, by 82 per cent. In 1971 about 46 per cent of the total population was under the age of fifteen.

5. It is a country of striking contrasts both demographically and economically. On the one hand there are the urbanised areas along the 'line of rail' from Ndola in the Copperbelt through Lusaka to Livingstone on the borders of Rhodesia. These present a picture of development and prosperity based largely on the copper mining industry which accounts for about 90 per cent of the country's exports, and makes Zambia among the richest of the independent nations of tropical Africa. Communications are good, the cities and towns are well planned and there are fine buildings and modern industries. But, as in other comparable areas in the Continent, there are the problems of the 'urban drift', causing heavy pressure on housing, schools - many of

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(1) Second National Development Plan, 1972-76.

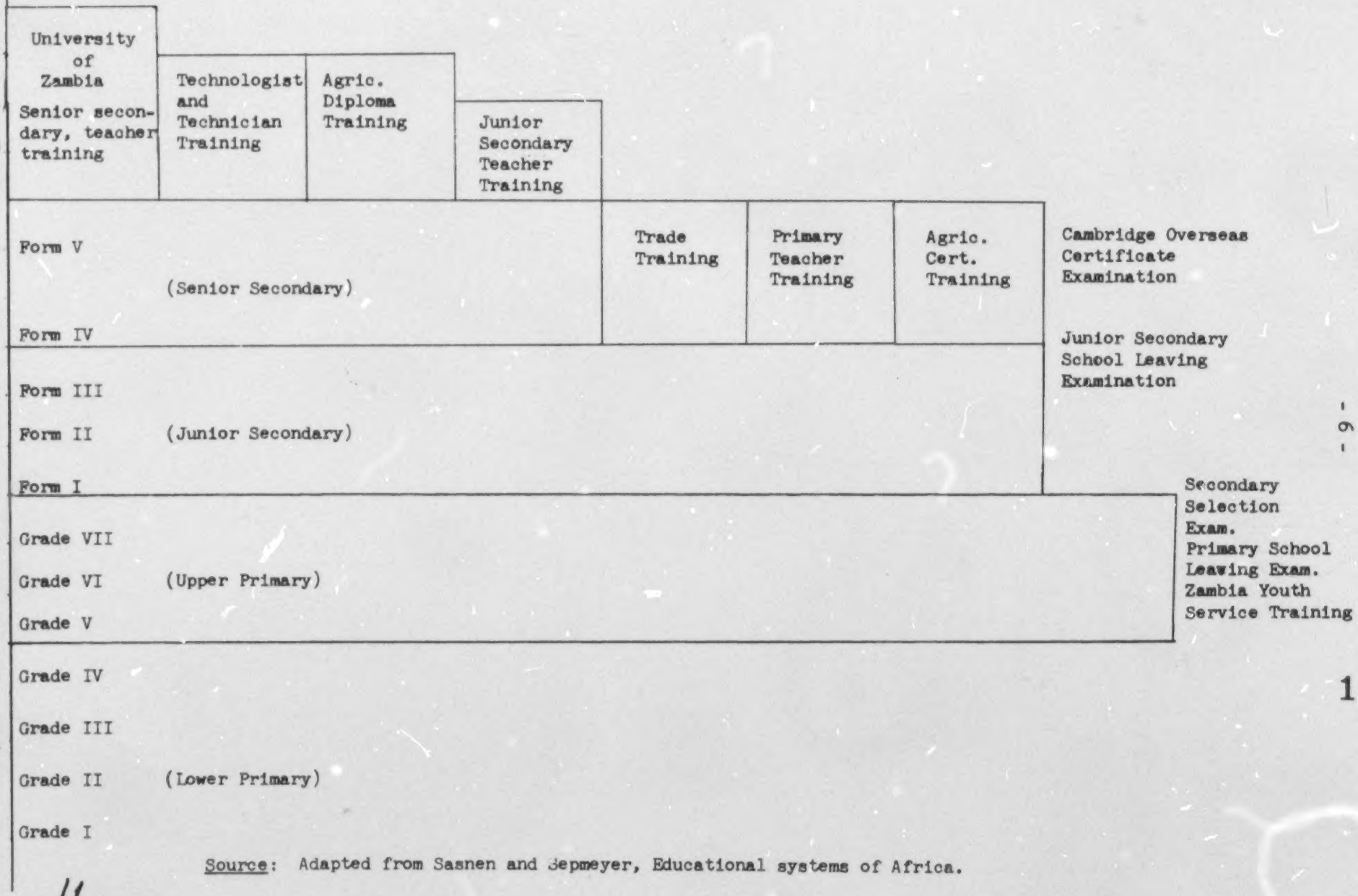
which at the primary level have to work on triple sessions (three shifts) - and other social services, and an increasing unemployment rate with its social consequences. On the other hand, the greater part of this large country, which is 1.4 times the size of France, is rural and thinly populated, with most of the people living by agriculture or fishing, often at subsistence level; communications are difficult, especially in the rainy season, and the facilities of education and health though improving are limited. Apart from the drift of population to the towns, there is a good deal of movement of population within the rural areas themselves, which presents difficulties in planning the location of schools. From the point of view of this study, the primary inspectors working in such areas face major problems of travel and transport in trying to reach the schools in the bush and to ensure that they are provided with the necessary books and curriculum materials. And the teachers often live and work in difficult physical conditions and in professional isolation.

6. There are a large number of tribal languages spoken in the country but seven main Zambian languages, spoken in different provinces, are recognized for educational purposes. These languages are taught in the primary schools in addition to English,which is begun in the first grade and becomes the medium of instruction in all subjects except Zambian languages at upper primary level.

SECTION I. PRIMARY EDUCATION

7. Chart 1 outlines the main structure of the educational system in Zambia. Primary education starts officialy at the age of seven and extends for seven years. The course is divided into two sections: Lower Primary (Grades I-IV), and Upper Primary (Grades V-VII). It is free but not compulsory.

Chart 1. Zambian Education System - 1971



Source: Adapted from Sasnen and Sepmeyer, Educational systems of Africa.

8. Primary schools fall in three categories, government, aided and private. In 1972, government primary schools accounted for 74 per cent of the total enrolment at that stage, aided schools 25.3 per cent and private schools 0.7 per cent. Government schools, as their name implies, are fully controlled and maintained by Government. They include a small number of 'ex-scheduled' schools, chiefly in Copperbelt, Kabwe and Lusaka Regions, with a high proportion of expatriate staff and pupils, and they usually possess very good buildings and equipment. Aided schools are those provided and managed by voluntary agencies, chiefly the Missions, but Government meets the cost of teachers' salaries, books and teaching materials. Their number, especially the non-Catholic schools, has steadily decreased since Independence. Private schools receive no aid.

Primary school expansion

9. Primary school enrolments grew very rapidly in the years between Independence in 1964 and 1972 - a period that covers the Transitional Development Plan of 1964-66 and the First National Development Plan of 1966-70. In 1964 there were 378,417 children in the schools: in 1972 there were 777,892(1), an increase of 105 per cent in eight years. The ratio of boys and girls in 1972 was 55:45. Far more children are now completing the full course, which up to 1965 covered eight years and now covers seven, divided into the two sections of Lower Primary (Grades I-IV) and Upper Primary (Grades V-VII). In 1964 the proportion

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(1) Of this number about 2 per cent were repeating a grade, particularly Grades IV and VII.

of children in the then Grade VIII was only 17 per cent of those in Grade I: in 1972 the proportion in Grade VII was 56 per cent of those in Grade I. The progression rate from Lower Primary to Upper Primary (Grades IV to V) has increased from 50 per cent to 72 per cent. Table 1 shows that, of the 2,461 primary schools in the country in 1972, 42 per cent were Lower Primary only, 2 per cent were Upper Primary only and 56 per cent were Full Primary. The biggest proportion of Full Primary schools is to be found in the predominantly urban regions of Copperbelt and Lusaka.

20. The objectives of the First National Development Plan, in relation to the expansion of primary education, were:

(a) To make the first four years of primary education (Lower Primary) universal for the 7-10 year age-group by 1970.

(b) To provide a full primary course of seven years for all urban and 75 per cent of rural children by 1970.

These targets were, however, not realized. The Ministry of Education's Annual Report for 1970 states that "It is probable that 80 per cent of the 7-10 age group (the nominal Grade I-IV group) were in school by 1970. Targets for Grade V, the first year of Upper Primary, were not reached, particularly in the rural areas where in some cases the rate fell below 60 per cent." The substantial expansion that did take place was said to be achieved at the cost of large-scale over-enrolment and repetition of grades, triple sessions in some urban Upper Primary schools and widespread use of temporary, incomplete and dilapidated buildings. On the other hand, though there was large-scale over-enrolment particularly in urban areas, the rural schools might suffer from just the opposite. For example, the 1971 report of the Primary Inspectorate for one very rural region states "There are two

Table 1. Number of primary schools by sections and grades of schools, 1972(1)

Region	Lower Primary				Upper Primary			Full Primary		
	1-	1-2	1-3	1-4	5-	5-6	5-7	1-5	1-6	1-7
Copperbelt	1	5	1	16	0	0	2	4	4	181
Kabwe	2	7	0	92	0	0	4	3	6	105
Lusaka	5	2	1	13	0	0	1	7	9	71
Southern	25	13	9	117	0	0	19	12	9	215
Luapula	2	0	1	103	0	0	1	8	0	118
Northern	7	2	4	215	0	0	4	22	4	211
Eastern	13	8	2	221	0	0	15	16	2	143
North Western	11	4	12	63	1	0	4	13	4	70
Western	28	6	1	75	0	0	0	20	2	66
Whole country	94	47	31	915	1	0	50	105	40	1 178

(1) Source: Table A2, Educational Statistics, 1972, Ministry of Education and Culture, Development Planning Unit, Lusaka, Zambia, March 1973.

main set-backs to primary education in this region which often, in the end, bring about poor results in Grade VII. These are under-enrolment and poor attendance. The causes are frequent shifting of villages, early marriages, traditional initiation ceremonies during school days, malnutrition, scaring of birds in gardens which occupy a whole day's time for children. However there are signs that the situation may improve".

11. Firm population figures for the primary school age-group (7-13) for the whole country and a breakdown by Regions were not available. It is not therefore possible to estimate the proportions of the total age-group enrolled in school or to illustrate regional differences. The Second National Development Plan (1972-76) states that "Reliable comparisons between population and enrolment and therefore accurate planning will be impossible until census data are properly analyzed, compulsory birth registration implemented and the age of admission to Grade I strictly controlled. Despite uncertainties about age-group data and the known spread of ages among Grade I pupils, planning must start from estimates of a single-year 'Grade I' age-group".

12. The progression rate from Lower Primary to Upper Primary (Grades IV to V), quoted for the whole country in paragraph 9 above, certainly varies a good deal from region to region and from district to district within Regions. To take two urban-rural extremes of Copperbelt and Northern Regions. In 1972, in Copperbelt Region the enrolment in Grade V was 92 per cent of that in Grade IV. In Northern Region it was 55 per cent. There is also a considerable variation within the Districts of a Region. Within Southern Region, at the time of the Consultant's visit, there was a district variation from 62 per cent to 97 per cent.

13. The Second National Development Plan for 1972-76 provides for continuing quantitative growth in primary education, but fully recognizes the difficulty of achieving the goal of universal primary education and the strain imposed on the primary system through overcrowding. It states as its objectives in primary education:

"(a) To provide sufficient new lower primary streams to keep pace with population growth.

"(b) To provide sufficient new upper primary streams to achieve a national progression rate of 80 per cent from Grade IV to Grade V by 1976".(1)

Table 2, taken from this Plan, shows the projected expansion, by classes and enrolment in the Plan period.

Table 2. Projected growth in government and aided primary classes and enrolment, 1971-76

Year	Classes (in Grades)			Enrolment (in Grades)		
	1	5	1-7	1	5	1-7
1971	3 343	2 048	18 730	128 657	81 048	726 705
1976	3 893	2 794	22 942	151 400	108 700	880 300

14. Teachers

Table 3 shows the primary school staffing position, by regions, in 1972. In that year the proportion of untrained teachers for the country as a whole was 12.8 per cent, showing a decrease on the previous year. There are nearly three times as many untrained men

(1) Second National Development Plan 1972-76.

Table 3. Primary school staffing, 1972

Region	Trained				Untrained				Total	Percentage untrained
	Zambian		Non-Zambian		Zambian		Non-Zambian			
	M	W	M	W	M	W	M	W		
Copperbelt	1 776	1 039	64	112	259	170	2	24	3 446	13.2
Kabwe	684	388	14	28	171	39	14	7	1 345	17.0
Lusaka	506	611	18	57	61	14	0	3	1 270	6.1
Southern	1 269	610	20	15	182	72	0	7	2 175	12.0
Chapula	860	360	2	5	126	62	0	1	1 416	13.3
Northern	1 266	662	6	3	218	61	2	1	2 219	12.7
Eastern	1 036	487	10	15	164	45	0	0	1 757	11.9
North-Western	499	146	1	10	117	33	4	1	811	19.0
Western	923	462	1	0	150	49	0	0	1 585	12.6
Whole country	8 819	4 765	136	245	1 448	545	22	44	16 024	12.8

(1) Source: Deduced from Table A12.1-A12.10, Educational Statistics, 1972, Ministry of Education and Culture, Development Planning Unit, Lusaka, Zambia, March 1973.

as women, though in total the men outnumber the women by about two to one. A striking contrast is noticeable between Lusaka Region with only 6.1 per cent and North-Western Region, which covers a very wide area with a relatively small population, with 17 per cent. Non-Zambians account for 2.7 per cent of the total number, the majority being found in the urban regions of Copperbelt and Lusaka.

15. The all-over pupil-teacher ratio for the whole country in 1972 was 48.5:1, though the average class size was 40. Many of the primary classes, because of pressure on accommodation have to work on a double-session basis, and in some of the urban schools, because of the pressure on school places, even in triple sessions. In the rural areas, for example, there may be only two classrooms for a four-class lower primary school. By contrast a visit was paid to a primary school in Ndola in the Copperbelt Region with 1,800 pupils, with several classes on triple sessions. The disadvantages of this situation were frequently referred to by heads and Inspectors; the pupils got only a short period of schooling; the work of one class has to be cleared away at the end of a session before the next arrives; and it is difficult to maintain the corporate spirit of the school in such circumstances and the necessary contact with parents.

16. Teacher Training

There are at present eight primary teacher training colleges in Zambia, one secondary college and one in-service college. The eight primary colleges provide two-year courses for teaching in the lower primary and upper primary sections, which are separate, and six of them provide a two-year course for teachers of homecraft. In 1972 four of the eight ran one-term in-service courses for lower primary teachers.

17. In 1972 there were 1,990 students (1,121 men, 869 women) in the primary colleges undergoing pre-service training, thus producing an annual output of about 1,000 teachers. Of this total 893 were training for lower primary, 849 for upper primary and 229 for home-craft. One of the objectives of the First National Development Plan was to expand the number of training college places to meet the rapidly increasing primary school enrolment. Three new colleges were to be built and some existing colleges to be enlarged. This objective was not attained. Enrolments in the colleges from 1966 to 1971 increased by only 25 per cent. Enrolments in the primary schools in that period increased by nearly 50 per cent.

18. The Second National Development Plan (1971-76), recognizing that the requirements for newly trained teachers would be far in excess of the capacity of the present training system, proposed the expansion of three of the existing colleges and the building of two new colleges, to provide an additional 1,000 places, so as to increase the output of teachers to 1,500 a year. At the time of this visit plans for these extensions and additions were going ahead and there seems to be good prospect that the additional number of students will be enrolled in the Plan period.

19. The academic quality of the students entering the colleges is steadily improving. In 1971 only 5.7 per cent of them were ex-Form V pupils from the secondary schools with a Cambridge Overseas School Certificate or passes in G.C.E.; the remainder had completed the junior secondary course in Form III. In 1972, by delaying entrance to the colleges by one term, to April, when School Certificate results were available, the proportion of students with this qualification rose to 34 per cent, and it is expected to rise still further in 1973. The curriculum of

the Colleges has recently been revised and greater uniformity introduced. The students are taken carefully through the curriculum of the Zambia Primary Course, but there seems to be a general need for more experiment in the teaching methods of the colleges and encouragement of student initiative. The Institute of Education of the University of Zambia is establishing closer links with the colleges by making a series of staff visits and this should help to raise standards and invigorate the work. The inspection of the colleges is carried out by two Inspectors at Ministry Headquarters, assisted by a Primary School Adviser, who have been closely involved in the curriculum changes taking place.

20. Table 4 shows the numbers and qualifications of the staff of the Primary Colleges in 1972. Only 30 of the total staff of 164 were graduates, all of them non-Zambians. Of a Zambian staff of 91, 67 possessed either a School Certificate or passes in G.C.E., but only 28 had completed a full secondary school course. In view of the steadily improving academic background of the students entering the colleges it will be necessary to strengthen the academic qualifications of the staff.

21. <u>In-service Training</u>

At the time of this visit over 500 primary school teachers were following a one-term course of in-service training, principally in the use of the Zambia Primary Course (Z.P.C.) at four of the Primary Colleges. Teachers are recommended for this course by the Education Officers and Inspectors in the Regions. As additional training college accommodation becomes available it is hoped steadily to increase this number.

Table 4. Primary colleges staffing, 1972(1)

	Zambians		Non-Zambians		Total	
	Men	Women	Men	Women	Men	Women
Graduate						
Trained			19	8	19	8
Untrained			3		3	
Completed School Certificate						
Trained	25	3	15	21	40	24
Untrained						
Completed Junior Secondary Course						
Trained	10				10	14
Untrained						
Completed Junior Secondary Course + G.C.E.	9					
Completed Primary Course trained + G.C.E.	30		4	3	34	3
Total Teachers	74	17	41	32	115	49

(1) Source: Table C2, Educational Statistics, 1972, Ministry of Education and Culture, Development Planning Unit, Lusaka, Zambia, March 1973.

22. The main institution for in-service training of primary teachers is the National In-service Training College (NISTCOL) at Chalimbana, about 35 miles from Lusaka, which was visited. This College was founded in 1970 in the premises of a former pre-service college, to meet the demand for in-service training, following the introduction of the Zambia Primary Cours (Z.P.C.) into the schools. In its first three years it has concentrated mainly on Lower Primary teachers, providing three courses a year of 13 weeks each. Also, in 1970, it provided two courses of the same duration, one for 15 Primary School Inspectors and one for 22 primary school heads in the use of the Z.P.C. In 1971 it started a one-year course leading to the Advanced Primary Certificate for selected teachers. Thus between 1970 and 1972 it provided in-service training for the following:

Lower Primary teachers	-	769
Inspectors	-	15
Heads	-	22
Advanced Primary Certificate	-	44
Total		850

Its premises are being considerably enlarged with World Bank assistance. When these extensions are completed it is expected that it will retrain about 1,000 teachers each year.

23. The staff of this College, which includes a number of expatriates, is well-qualified and they have developed syllabuses related to the Zambia Primary Course in English, Mathematics, Science, Education, Social Studies, Art, Zambian languages and Religious Knowledge. The facilities include a language laboratory and audio-visual rooms and good provision for practical work in various subjects. The education and training being given seemed forward-looking and

realistic, and it was clearly making a significant contribution to the development of primary education in the country. It seems important that all Primary Inspectors should be familiar with what it is doing, and it would provide a valuable element in the training of Inspectors and heads of primary schools.

24. In addition to the longer courses of retraining provided by the primary teacher-training colleges and by NISTCOL, a good many shorter refresher courses of various kinds are provided by the Inspectors under regional programmes for which the Ministry makes an annual grant. More detailed reference is made to these in the study of the Primary Inspectorate in the next section of this paper.

25. Buildings

To judge by the school buildings seen by the Consultant in the course of his visits to certain regions, there is clearly a wide variation in the standard of accommodation provided. In the urban centres some good buildings were seen, particularly those of the few 'ex-scheduled' schools; but, as stated, many were subjected to the strain of over-enrolment and some lacked the amenities of a school library and of spaces for practical work, especially for the older boys. Homecraft rooms for the girls were more in evidence. In the rural areas some satisfactory buildings were seen, though as in the town schools the provision for libraries and practical work was very limited or non-existent. But many, which were erected by community self-help schemes under the Transitional Development Plan of the sixties, when there was such a rapid increase in primary school enrolments, are becoming dilapidated and a good deal needs to be done to bring them up to standard. Housing provided for the teachers is also in many cases unsatisfactory. The Minister of Education, in a

speech to the National Assembly in January 1973, stated that "it is quite common to find numbers of teachers, including married families, sharing one house: or posted to schools where there is no accommodation for them at all". A particular need noted was for better storage facilities and security for the books and curriculum materials provided for schools following the Zambia Primary Course. Unless this is done a good deal of money is likely to be wasted. Much of the furniture seen in urban and rural schools needed to be repaired or renewed.

26. The Ministry's Primary School Building Research and Development Unit is systematically investigating cost estimates and control for new building and is working on prototypes which will be more economical and functional. There appears to be good collaboration between this Unit and the headquarters staff of the Inspectorate in planning and design. For example, at the time of the visit, discussions were taking place between the two on designs for 'open-plan' primary accommodation for some new schools in the Copperbelt Region. But the school building requirements for the projected expansion in primary school enrolments, as well as the repair and reconstruction of existing buildings, are likely to put a big strain on the educational budget, even with further contribution from local community, which was said to be less than it was in the early days of Independence. Already, as the Times of Zambia puts it in reporting on the 1973 budget "Education gets the biggest slice of the cake". In terms of capital expenditure it is said to get about 20 per cent of the total budget; in terms of recurrent expenditure about 17.5 per cent.

27. Books and Teaching Equipment

As with buildings, schools and classes within schools vary a good deal in the amount of equipment they have for teaching and learning. Particularly in these schools following the Zambia Primary Course and particularly in the lower primary classes of these schools, a wide variety of books, charts, diagrams and instructional materials are to be found; and the contrast between such classrooms and those where traditional teaching methods are still being used is most striking. It is true to say that the Zambia Primary Course has transformed the learning environment of many lower primary classes, in the rural areas as well as in the towns. Not all the materials are well arranged and well-used; in the in-service courses held in the training colleges and NISTCOL, as well as in those conducted in the regions by the Inspectors, instruction is given in the proper use and display of the various learning materials provided. As mentioned above, the primary school library has not yet developed to the extent it should, though some excellent work had been done in this direction by the Senior Primary School Inspector and his colleagues in the Copperbelt Region. They had bought for the schools an impressive range of reference books and readers for primary school children. According to a survey conducted by the Zambia Library Service in 1972 only about 400 primary schools out of a total of 2,461 in the country possessed libraries and many of these consisted mainly of class readers.

28. Curriculum

Reference has already been made in this paper to the Zambia Primary Course. Up to 1970 the main agencies in Zambia for curriculum development in the primary schools were the English Medium Centre,

which concentrated mainly on producing a new syllabus in English with accompanying teachers' guides workbooks and readers, grade by grade, for the schools, and the Inspectorate, which produced syllabuses and curriculum materials in other subjects. In 1970, a Curriculum Development Centre was established in Lusaka by the Ministry to take over the work of the English Medium Centre and other curriculum development, to integrate it into the Zambia Primary Course and to develop it for the whole seven grades of the primary school.

29. The various syllabuses and schemes were published in 1971 in an 'Approved Syllabus for Primary Schools'. This is prefaced by a statement of the general aims of primary education in Zambia, and as shown in Table 5, it sets out the time allocation for the various subjects of the curriculum in those schools following the Zambia Primary Course. The Course is designed as far as possible to integrate the various subjects in the time-table, as for example through the relationship between English language, Reading, Creative Activities and Physical Education. In the lower primary classes the child is never asked to read any word or structure which he has not already heard, understood and spoken. As the course develops the use of English as the medium of instruction is extended. At present the teaching at lower primary level is done through the medium of both English and Zambian languages. The various subject syllabuses are each prefaced by a statement of general aims and the approach to be followed and have been drafted with the purpose of involving the pupil as much as possible in the process of learning and of ensuring that the subject matter covered is as relevant as possible to the environment and interests of the Zambian child. Textbooks, readers, teachers' handbooks, pupil's workbooks and a wide range of teaching

Table 5. Curriculum and time allocation for primary schools(1)

1. Lower Primary

Subject	Grade I		Grade II	Grades III and IV
	First 5 weeks	Remainder of year		
	(Hours)	(Hours)	(Hours)	(Hours)
English language	5	3	3	2 1/4
Zambian language	2 1/2	2 1/4	2 3/4	3
Reading	2	3 1/2	3	2 1/4
Handwriting	-	3/4	3/4	3/4
Mathematics	2 1/2	2 1/2	2 1/2	2 1/2
Creative activities	1 1/2	1 1/2	1 1/2	1 (boys)
Needlework	-	-	-	1(girls, Grade IV)
Physical education	1/2	1/2	1/2	1
Religious education	1 1/2	1 1/2	1 1/2	1 1/2
Social Studies	-	-	-	1
Music	-	-	-	1/4
Assembly and break	2	2	2	2
Totals	17 1/2	17 1/2	17 1/2	17 1/2

2. Upper Primary

Subject	Grades V, VI and VII	
	Periods	Time (Hours)
English	9	6
Mathematics	6	4
Zambian language	5	3 1/3
Homecraft (girls)	5	3 1/3 (girls)
Practical work (boys)	5	3 1/3 (boys)
Social Studies	4	2 2/3
Environmental Science	3	2
Religious Education	3	2
Creative activities	2	1 1/3
Physical Education	2	1 1/3
Music	1	2/3
Weekly total	40	26 2/3
Assembly and breaks	5	2 1/2
General total	45	29 1/6

(1) Approved Syllabus for Primary Schools, Ministry of Education, Republic of Zambia, October 1971.

and learning aids have been, and still are being, produced at the Curriculum Development Centre to accompany the various syllabuses. They are published by NECZAM (National Educational Council of Zambia) or by commercial publishers and supplied to the schools through NEDCOZ (National Educational Distributing Company of Zambia). Particularly in English (Language, Reading) and Handwriting, but also to some degree in Mathematics and Zambian languages, the course is very carefully structured and teachers are expected to follow the syllabus and the instructions in the teacher's handbook very precisely. In other subjects, the teachers are given greater freedom to select from the curriculum material provided.

30. Beginning with a few selected classes, chiefly in the Copperbelt and Lusaka Regions some six years ago, the Course has been introduced grade by grade into an increasing number of schools. In 1972 about 55 per cent of the lower primary classes in the country were following the course (65 per cent of Grade I) and about 19 per cent of the upper primary classes. The rate of expansion of the course varies a good deal from region to region and between districts in a region. In the Copperbelt and Lusaka regions, in 1972, 94 per cent and 90 per cent respectively of the lower primary classes were following the course. The corresponding percentages for the Northern and Eastern Regions were 38 and 35. It is clear that a substantial effort is required to give the children in the rural areas the advantages, in this as in other respects, enjoyed by those in the towns. The course is being introduced into all Grade V classes in 1973, irrespective of whether the pupils have followed it in the previous four grades. This is likely to present considerable problems of transition for pupils who have hitherto been in 'traditional' classes.

31. Much responsibility devolves on the Primary Inspectorate in the regions for the expansion of the Course in the schools and particularly for guiding the teachers in its use and evaluating the progress made. To ensure that the necessary books and curriculum materials reach the selected schools at the right time and in the right quantities in itself is a major organizational exercise both at regional and at district levels and also at the central publication and distribution points (NECZAM and NEDCOZ) in Lusaka. Many stories were heard from Inspectors of wrong quantities being ordered by heads and school managers, in spite of instructions; of delays in printing or hold-up in distribution at various points along the line from Lusaka to the remote village primary school; and of inadequate transport. Though supply and distribution are not primarily the responsibility of the Inspectorate, but of the administration, the former have in fact had to spend a good deal of time and energy in checking that the schools have the materials. Some teachers tend to 'mark time' until these are all to hand and lack confidence to improvise with their own teaching methods. And some of them, when the materials have been received, need a good deal of help in organizing them for class use.

32. Those responsible in the Curriculum Development Centre (C.D.C.) for writing the books and producing the curriculum materials have had to meet severe deadlines, and have not been able to get out into the schools frequently enough to see how they are being used by the teachers. Indeed, thorough evaluation of the Course has not on the whole kept pace with its extension from grade to grade in the primary schools, though certain evaluation exercises have been carried out by the English section of the C.D.C. The need is recognized for large-scale field testing of the Course, by professionally trained evaluation

officers, working with teachers, training college staff and Inspectors, and appointments of such officers to the C.D.C. were being made at the time of our visit. The Psychological Service of the Ministry of Education has recently carried out an exercise to test the reading skills of a sample of Grade III pupils who have followed the Z.P.C. from Grade I. The results of this test revealed some serious weaknesses in reading ability at this stage.

33. Though, therfore, there have been many problems and some weaknesses in getting the Zambia Primary Course successfully off the ground, it would be misleading to give the impression that it is not producing quite a radical change in the teaching and learning methods in the schools where it has been introduced. One has only to compare the Z.P.C. classes particularly in the lower primary grades, with those still following more traditional content and methods, to realize that the pupils are much more interested and involved in their learning and that the environment, even in poor buildings, is much more stimulating. The contribution of the Primary Inspectorate to these developments, discussed more fully in the next section of this paper, through their school-visits and thorough in-service courses, has been substantial; though they admit that a great deal more needs to be done before the teachers are fully confident.

34. <u>The Curriculum Development Centre</u>

The Centre was established in 1970, taking over and expanding the functions of the English Medium Centre. Its first Director, an expatriate, was recruited by Unesco and he was succeeded late in 1972 by the Deputy Director, a Zambian. At the time of this mission the

Centre had a staff of 39, of whom 26 were Zambians. Two of them were working in North-Western Province, one in Western Province and the remainder in Lusaka. Three of the Zambian members had been seconded from the Inspectorate. Two of the expatriate staff had been supplied by the Centre for Educational Development Overseas, London, two by the British Council and one under the Commonwealth Aid Scheme. The staff were distributed through the various sections of the Centre as follows:

English	- 8
Zambian languages	- 15 (7 studying at the School of Oriental and African Studies, London University)
Science	- 4
Secondary Mathematics	- 1
Primary Mathematics	- 3
Social Studies	- 3
Secondary History	- 1
Homecraft	- 2

35. The Centre, which is under the control of the Ministry of Education, has hitherto been directly responsible in the first instance to the Chief Inspector of Schools, who has had to approve its projects and appointments to its staff. There have been advisory committees for each of the main sections chaired by a Senior Inspector. At the time of this mission some changes were being proposed in its constitution which seemed likely to strengthen the working relationships between the inspectorate and the Centre. It was expected that the Centre would in future be governed by a Curriculum Council, representative of all educational interests and services, which would include the Chief Inspector, his Deputy, two Senior Inspectors for Primary Education, including Teacher Training, and two for Secondary. There would be a Curriculum Committee

for each subject, chaired by a Senior Inspector and with other Inspectors among its members. The functions of such subject committees would be to specify subject objectives, make recommandations on syllabuses, curriculum guides and textbooks, review proposals for reforms, initiate special enquiries and make recommendations on examinations. Certain Inspectors have been closely associated with the actual writing of syllabuses, books and guides for teachers, particularly, but not only, in the field of Zambian languages. One of the Primary Inspectors at headquarters, for example, had the main responsibility for producing a new standard orthography for these languages to be used in schools. But there seems to be the need for closer involvement of the Inspectorate both at the initiating stage and particularly in the evaluation of the curriculum in the schools. As has been said, careful evaluation has so far not been a strong feature of the development that has taken place; and though professional evaluation officers are likely to be appointed, the Inspectors, through their constant contact with teachers following the course in the classroom can make a very useful contribution in this direction, if it is systematized and they are given guidance and training in the procedures of evaluation.

36. In the three years of its existence the output of textbooks teachers' guides, pupil workbooks, readers and other curriculum materials from the Centre has been impressive. The examples seen were attractively produced and illustrated, and the content relevant to the interests and experiences of the Zambian child. The English Department had taken a good deal of care to ensure that the vocabulary used in other subjects was carefully aligned to the systematic development of vocabulary in the English language course. The work in Zambian

languages, where there are two curriculum writers for each of the seven languages, had also been very carefully planned and a good deal of new reading material produced for the schools. Most of the work now in progress is designed for the Upper Primary Grades : English, Mathematics and Social Studies materials have been produced up to Grade VII, and other subjects are nearing this level.

37. A major challenge which faces not only the Curriculum Development Centre but also all concerned with primary education and post-primary training in that of the Grade VII leavers who will not get any more full-time schooling - and they are about 70 per cent of the total - and are unlikely to obtain wage-employment. This problem concerns other Ministries as well as the Ministry of Education, and the Second National Development Plan envisages the establishment of vocational centres for post-primary training as well as a pilot project in one region which will attempt to relate upper primary and post-primary education closely to the environment, the community and vocational preparation. The Plan also states that 'the Curriculum Development Centre will give special attention to the upper primary sector during the Plan period (1971-76), concentrating on social studies, environmental science (including agriculture), and manual training". The impression gained from visits to several primary schools in both urban and rural areas was that a good deal needs to be done, especially for the older boys, to provide them with an education which will 'foster self-confidence and self-reliance by arousing vocational interests and teaching practical skills' (in the words of the Plan). There is a need for more training of teachers particularly in environmental science and agriculture and also in manual crafts. And it may well be necessary to recruit more Inspectors and advisers with special knowledge and experience in these fields.

38. Primary School Examinations

In 1971, the secondary selection and primary leaving certificate examinations, taken in Grade VII, which had previously been separate, were combined into one examination. In that year it was taken by about 73,000 pupils (45,000 boys, 25,000 girls) and just over 20 per cent were selected for secondary schools. The examination consists of six papers - four attainment papers in English, Social Studies, Science and Mathematics - and two general reasoning papers, one verbal and the other non-verbal. Items for the attainment papers are contributed by the Inspectorate, Training College Staff and officers of the Curriculum Development Centre. Items for the reasoning papers are contributed by the staff of the Psychological Services, which is a unit in the Ministry linked through the Chief Inspector of Schools with the Inspectorate Division (see Chart 2, page 33).

39. Psychological Service

With the recent establishment of an Examinations Council and an Examinations Unit in the Ministry, the Psychological Service is likely to be less directly concerned with examining and testing, though it is represented on the Examinations Council as well as the committees of the Curriculum Development Centre. The Service works closely with the Inspectors at Ministry Headquarters concerned with Special Education (deaf, blind, mentally handicapped children). The Primary Inspectors in the field, however, need to be kept in closer touch with the work and research being developed by the Psychological Service, particularly in the field of child development.

40. Educational Broadcasting and Television

The Educational Broadcasting and Television Services form a division of the Zambian Broadcasting Service and are based in their headquarters

in Lusaka, where they make use of their technical staff and transmission facilities. The Ministry of Education, however, is responsible for the appointment of the professional staff of the Educational Services. There are six T.V. and nine radio producers, recruited from the teaching service, the majority of whom have had training at the Centre for Educational Development Overseas in London. Programme policy and the designation of script writers is the responsibility of subject advisory committees, on each of which the Inspectorate is represented. Scripts are written mainly by university or school teachers, inspectors and members of the staff of the Curriculum Development Centre. In 1972, for example, the head of the English section of the C.D.C. wrote and helped to produce at present a series of 90 radio programmes for the upper primary classes, closely integrated with the Z.P.C. Primary English Course. The main policy is to produce programmes which will enrich and illustrate topics in the various syllabuses rather than to engage in direct teaching through the media.

41. Television or radio programmes for primary or secondary schools are transmitted throughout the work. Television is confined to schools on the 'line of rail'. Radio programmes, however, can reach all schools and most of them possess radio sets, though not always in working order. The main weakness appears to be the lack of effective evaluation of the programmes and the use made of them in the schools, and it was thought by the heads of the Service that the Inspectorate should be more closely involved in this process than it had been hitherto. Some references are made to the use of the media in reports written by Inspectors, and in our visits to schools with Inspectors, radio lessons were heard and discussions held with the teachers about the use made of them. But the impression gained was that both Inspectors and Training College

staff needed themselves greater familiarisation with the use and potential of the media in education. An Evaluation Committee has recently been established, of which subject Inspectors at Headquarters will be members, and it is hoped to arrange workshops and seminars for Inspectors teacher-trainers in the Regions. It would be an advantage if, both at Headquarters and in the Regions, there were Inspectors with special training in the use of the media in education who could act as specialist advisers to the colleges and schools and to their Inspector-colleagues, and maintain close liaison with the Broadcasting Service in Lusaka.

42. Conclusion

This survey of some of the main features of primary education in Zambia indicates that substantial progress has been made in this sector in less than a decade since Independence. It is estimated that already 80 per cent of the relevant child population are now enrolled in primary schools, though the increases in enrolment have put severe strains on school accommodation and resources, and many teachers live and work in difficult conditions. There are marked differences between urban and rural areas in the educational facilities and opportunities available as noticed in visits made to the rich Copperbelt Region and some of the remoter parts of the Eastern and Southern Regions. A new curriculum involving a very different approach to teaching and learning has been introduced into the primary schools; books and curriculum materials are being supplied on an impressive scale for teachers and pupils; and, though there is still a good deal to be done, the teachers are being retrained to implement these reforms. One of the principal tasks of the Primary Inspectorate is to be an effective catalyst in this process of change and development and to give the professional assistance and leadership to the schools

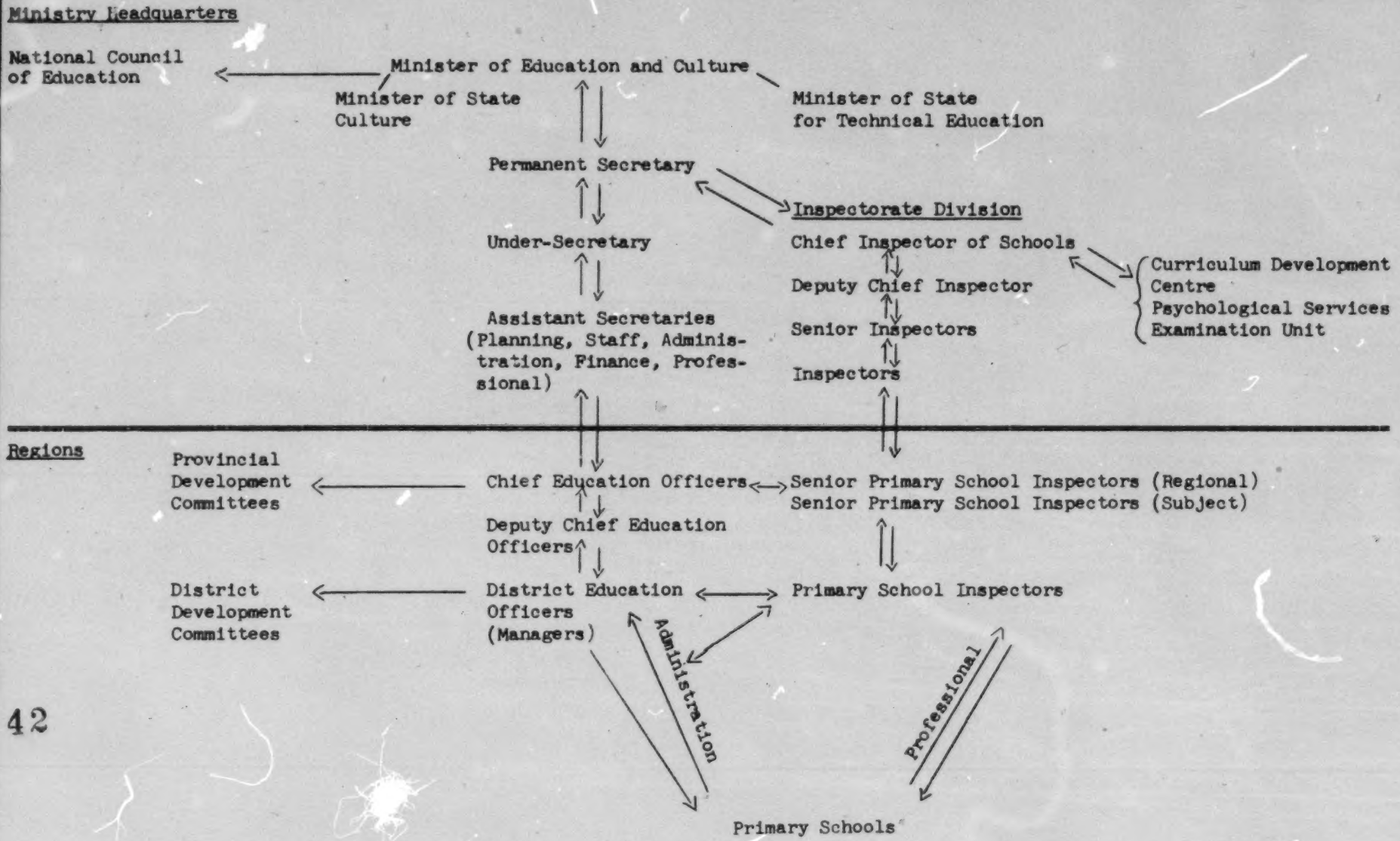
and the teachers that are needed. The Inspectorate, too, has the important function of evaluating what is being achieved in the schools and of providing the policy-makers at Ministry Headquarters and the centralised agencies, such as the Curriculum Development Centre, with reliable information and advice. The next section of this paper studies the organisation, staffing and training of the Primary Inspectorate in relation to the duties they are expected to perform in maintaining and improving educational standards in the schools.

SECTION II. PRIMARY INSPECTION

43. Educational Administration

As an introduction to a study of the organisation, staffing and activities of the Primary Inspectorate, it is necessary to consider briefly the place of the Inspectorate Division within the structure of Educational Administration in the country, both at Ministry Headquarters and in the Regions, and the functional relationships existing between the administrator and the Inspector. Chart 2 on page 33 seeks to illustrate this diagrammatically. The Chief Inspector of Schools (C.I.S.) is head of the division and is directly responsible to the Permanent Secretary and the Minister for the maintenance and development of educational standards in the schools and for the direction and co-ordination of all inspection activities. The heads of the Curriculum Development Centre, Psychological Services and Examinations Unit are responsible to him in the first instance, though as indicated in paragraph 36 above, a new constitutional structure was being considered for the C.D.C. at the time of this mission. The Chief Inspector and his

Chart 2. Structure of educational administration and inspection at Ministry Headquarters and in the Regions



senior colleagues in the Ministry work in close consultation with the senior administrators, and advise on the professional and qualitative aspects of educational planning.

44. Each educational region is headed by a Chief Education Officer who is the senior administrative officer of the Ministry in the region. He is responsible for the administration of all educational institutions in the region, for the development of educational services and for finance, in accordance with Ministry plans and budgetary control. He is assisted by an executive and technical staff at regional headquarters. On the Inspectorate side, there is a Senior Primary School Inspector (S.P.S.I.), Regional who heads a team of Primary School Inspectors (P.S.I) responsible for the inspection and professional supervision of all primary schools in the region. There should also be a number of secondary school Inspectors, headed by a Senior Inspector (secondary), but at the time of this mission most of these posts were unfilled and the majority of the Inspectors of secondary schools, who were mostly expatriates, were based at Ministry Headquarters. The S.P.S.I.(Regional) acts as the chief adviser to the Chief Education Officer of the region on all professional matters affecting primary education in the region. He and his colleagues, however, as members of the Inspectorate, are directly responsible to the Chief Inspector of Schools through the Senior Inspectors (Primary) at headquarters. The primary teacher training colleges in the regions are inspected by one of the Senior Inspectors (Primary) and one Inspector, based at headquarters.

45. As indicated in paragraph 3, each Province (or Region for educational purposes) is subdivided into a number of districts, and the Primary School Inspectors in the regions are mainly based in the districts

though some, especially in the urban regions, work from regional headquarters. At the time of this mission, more district officers were being appointed, under the Chief Education Officer of the region, to assume responsibility for the administration and management of the primary schools. In the past this was undertaken by school managers, many of them former heads of schools, and the primary inspector therefore had to work with a varying number of these managers. In future, he will act in the same advisory capacity to the district education officer as does the Regional Inspector to the Chief Education Officer, except in the case of the aided schools which continue to be managed by the Voluntary Agencies.

46. In accordance with the Government's decentralisation policy, expansion in primary education is the direct responsibility of Provincial and District Development Committees, which are composed of elected representatives of the public and of the schools and teachers' associations. Advised by the Chief Education Officers and Education Officers their function is to assess needs and put forward proposals for development such as the building of new schools and the upgrading of lower primary to full primary schools within the framework of overall planning and financing by the Ministry. At the summit is the National Council of Education to which the Minister, who is chairman, may refer any educational issue for consideration.

47. <u>The Primary Inspectorate</u>

Part VI, Section 27 of the Education Act of 1966 provides the main legal basis for the inspection of schools:

> "(1) It shall be the duty of the Minister to cause inspections to be made of every school and school hostel at such intervals as appear to him appropriate, and to cause a special inspection

of any school or school hostel to be made whenever he considers such inspection desirable.

(2) Any inspection in pursuance of this section shall be made by officers of the Ministry authorized on their behalf by the Minister.

(3) Any person who obstructs any officer of the Ministry in the execution of his duty under this section shall be guilty of an offence.

An Amending Act of 1972, Part IV, deals with the registration of private schools and specifies the legal authority for the inspection of such schools.

48. Organisation and Staffing

The 1972 establishment of the whole Inspectorate was as follows:

	(i) Headquarters		Regions
	1	Chief Inspector of Schools	32 Inspectors of Schools (secondary)
	1	Deputy Chief Inspector of Schools	30 Senior Primary School Inspectors
	5	Senior Inspectors of Schools	80 Primary School Inspectors
	21	Inspectors of Schools	
Total	28	Total	142

This gives a total establishment of 170. In 1968 the total establishment was 68. It has therefore been substantially increased in the last five years.

(ii) In January 1973 all the posts were filled except the following:

Headquarters	Regions
1 post of Senior Inspector of Women's Education	28 posts of Inspector of Schools (secondary)
	37 posts of Primary School Inspector

One-hundred and two posts out of 170 authorized were filled. The senior post for women's education has been vacant for a considerable time because of lack of suitable candidates. There is a very large deficiency in the number of Secondary Inspectors. There were 37 vacancies in the ranks of Primary School Inspector, but at the time of this visit candidates were being interviewed for these posts, and it was expected that appointments would shortly be made. Candidates were also being considered for some of the secondary posts.

49. Headquarters Staffing

The establishment of the Inspectorate Division at Ministry Headquarters has been increased from 16 in 1968 to 28 in 1973, to take account of additional functions assigned, for example, in curriculum development, special education, nutrition and the expansion of secondary education. Apart from the Chief Inspector and his Deputy, whose responsibility extends over primary and secondary education, the following posts at Headquarters relate solely to primary schools and teacher training:

2 Senior Inspectors of Schools (one mainly for Primary Teacher Training)

4 Inspectors of Schools (two, primary schools; one, homecraft; one, teacher training)

In addition three Inspectors and one Primary School Inspector have responsibility for Special Education under the Senior Inspectors, Primary. And there is an expatriate Primary School Adviser, recruited under the Commonwealth Aid Scheme, for advising the primary teacher training colleges and the Primary School Inspectors in the regions on teaching methods. One Senior Primary School Inspector has been seconded to the Secondary branch for Homecraft.

50. All the Headquarters staff of and above the rank of Senior Inspector, with one exception, are university graduates with many years' experience in teaching and also in headships of primary and secondary schools.

In addition to the Chief Inspector and his Deputy, all the staff concerned with primary education are Zambians, with the exception of the Senior Inspector for Primary Teacher Training, the three Inspectors for Special Education and the Primary Schools Adviser.

51. Regional Staffing

At the beginning of 1973 the staffing position was as follows:

	Establishment	In Post	
9	Senior Primary School Inspectors (Regional) (S.P.S.I.)	9	
21	Senior Primary School Inspectors (Subject) (S.P.S.I.)	19	(one at headquarters)
80	Primary School Inspectors (P.S.I.)	43	(two at headquarters)
2	Primary School Advisers (P.S.A.)	2	
Total 112		Total 73	

In 1971 the total establishment was 60. There has therefore been a very marked and welcome increase in the number of posts authorised for primary inspection. This is due to the recent creation of 21 posts of subject S.P.S.I.s and of 30 additional posts of P.S.I. At the time of this mission, 19 of the subject posts were filled.

52. Table 6 shows the number and distribution by regions of the Primary Inspectorate at the beginning of 1973, related to the number of primary schools and teachers in 1972. The average assignment for each inspector is 31 schools and 229 teachers, the highest ratios being found in the Northern Region, which contains a large number of small schools providing only a lower primary course, and the lowest ratios in the capital region of Lusaka. Of the 70 Inspectors in the regions

Table 6. Distribution of Inspectors by Region

Region	S.P.S.I. (Regional and Subject)	P.S.I.	Total number of Inspectors	Schools	Teachers	Schools to 1 Inspector	Teachers to 1 Inspector
Copperbelt	6	7	13	214	3 446	16	265
Kabwe	3	3	6	217	1 345	36	224
Lusaka	2	7(1)	9	109	1 270	12	141
Southern	3	7	10	419	2 175	42	217
Luapula	2	4	6	233	1 416	54	236
Northern	3	3	6	469	2 219	78	370
Eastern	2	5(1)	7	420	1 757	60	251
North-Western	2	3	5	182	811	36	162
Western	4	4	8	198	1 585	25	198
Zambia	27	43(2)	70	2 461	16 024	31	229

(1) Includes one Primary School Adviser.

(2) Includes 5 'subject' Primary School Inspectors.

27 are regional or Subject Senior Inspectors and 5 are primary inspectors with special subject responsibilities. Few of these have general assignments of schools but assist the District Primary Inspectors in inspection duties. But it is the latter who carry the main day-to-day responsibility for 'general' inspection. If they alone are counted, i.e. the 38 of them, their average assignment works out at 65 schools and 423 teachers.

53. In the consultant's view, even allowing for the inspecting assistance of the Regional and Subject Inspectors, the number of District Primary School Inspectors in post at the end of 1972 was not adequate for the regular inspection-visits of two a year to each school in addition to their other duties. If the 37 vacant authorised posts in their ranks are filled, the position will be now satisfactory, though it will be necessary to correct the imbalance between regions. The average assignment for the District Inspector would, on 1972 figures, be 29 schools, and 214 teachers.

54. A very marked feature of the composition of the Primary Inspectorate is the lack of women. As noted, efforts to recruit a Senior Inspector for Women's Education at headquarters have so far proved fruitless. In the Regional Inspectorate there are only five women, two of whom have responsibilities for Homecraft and two for Special Education; though there a number of women Homecraft organisers in the regions chiefly responsible for supply of materials, equipment and general organisation of the work in that subject. But they do not inspect. There seem to be very few women heads of primary schools who might be a source of recruitment, though there are some supervisors (see paragraph 55). It is much to be hoped that the service will attract more women in the future. In 1971 about 35 per cent of the teachers in the primary schools were women.

55. In the larger primary schools there are 'Senior Teachers' (formerly known as teacher-supervisors) whose duty it is to supervise the teaching and work of the lower primary grades. A recent Circular of the Ministry states that they will be expected to serve both lower and upper grades, and a new quota has been established, ranging from four such Teachers in the largest (Grade 1) schools to one in Grade III schools. They will be appointed by the Teaching Service Commission and paid an allowance of $147 a year. As with the teacher-supervisors in the past, they should provide valuable assistance to Heads and Inspectors particularly with the implementation of the Zambia Primary Course. It was possible to visit an in-service course for such Teachers in one of the regions, conducted by a P.S.I., when they were being carefully rehearsed in the use of the Z.P.C. teaching and learning aids for lower primary grades.

56. Recruitment and Training of Primary Inspectorate

The minimum qualifications for the Primary Inspectorate are 3 G.C.E. 'O' level passes, including English, or 4 'O' level passes including English, with a recognized Teachers' Certificate. The minimum teaching experience required is five years. Other factors taken into account are successful completion of an upgrading course such as that leading to the Advanced Primary Certificate, experience as head of a primary school or in other posts of responsibility and an interest in modern developments in primary education.

57. Vacant posts in the Inspectorate are advertised. Officers apply through their Chief Education Officer who, after consulting the Regional Inspectorate, sends forward the applications with his comments to Ministry Headquarters. There the S.I.S. (Primary) prepares a short list of candidates in consultation with the C.I.S., and these are

interviewed by a panel consiting of C.I.S., D.C.I.S., S.I.S. (Primary), the Assistant Secretary (Planning) and the Under-Secretary. This panel makes it recommendations to the Permanent Secretary who forwards the papers of the successful candidates to the Public Services Commission for official appointment. Normally a newly appointed Inspector has to serve a probationary period of six months in order to determine his suitability for substantive appointment.

58. Of the present Inspectors (S.P.S.I. and P.S.I.) in post in the regions just under 50 per cent have been recruited in the last three years. The average age works out at about 42. The normal method of promotion is by application to fill a vacant higher post, either in the Inspectorate or in the administration. Sometimes the Permanent Secretary may nominate an Inspector to fill a higher post. The normal progression is from P.S.I. to S.P.S.I (Regional or Suject) and thence to I.S. or S.I.S.

59. Salaries

Table 7 shows the salary differentials within the Inspectorate, and between Inspectors and (a) teachers and lecturers, (b) educational administrators. (K = Kwacha; the U.S.$ equivalents shown in brackets) Perhaps one comment may be permitted on these scales. In view of the important responsibilities of the Regional Senior Primary School Inspectors for controlling and coordinating the activities of the Primary Inspectorate in their regions, the training of newly appointed Inspectors and their role as professional advisers to the Chief Education Officers in the development of education, there seems to be a good case for upgrading such posts.

Table 7. Salary differentials within the inspectorate and between the inspectorate and teachers, training college staff, and administrators

Post	Minimum salary	Maximum salary
Assistant Teachers	K 456 ($ 699)	K 840 ($ 1,288)
Teachers	K 684 ($1,049)	K1,836 ($ 2,815)
Headteachers	K1,836 ($2,815)	K3,024 ($ 4,637)
ACE Teachers	K1,764 ($2,698)	K3,684 ($ 5,649)
Assistant Lecturers	K2,172 ($3,330)	K2,676 ($ 4,103)
College Lecturers (Grade 1)	K4,488 ($6,889)	K4,766 ($ 7,308)
College Lecturers (Grade 2)	K2,244 ($3,441)	K4,428 ($ 6,790)
College Principals	K5,268 ($8,078)	K5,700 ($ 8,740)
Primary Schools Inspectors	K2,928 ($4,489)	K3,912 ($ 5,998)
Senior Primary Schools Inspectors (Regional and Subject)	K4,140 ($6,348)	K4,500 ($ 6,900)
Education Officers	K2,928 ($4,489)	K4,500 ($ 6,900)
Chief Education Officers	K5,200 ($7,973)	K5,800 ($ 8,893)
Inspectors of Schools		K6,200 ($ 9,507)
Senior Inspectors of Schools		K6,500 ($ 9,967)
Deputy Chief Inspector of Schools		K7,000 ($10,733)
Assistant Secretary		K7,020 ($10,764)
Chief Inspector of Schools		K7,600 ($11,653)
Under-Secretary		K7,600 ($11,653)

60. The members of the Inspectorate, like other public service officers, receive fringe benefits such as car loans, kilometre allowances, subsistence allowances and housing allowances. They earn leave at the rate of three days a month.

61. Training

There is at present no official system of training of newly appointed Primary Inspectors. The main process of training is through attachment to Regional Headquarters and learning 'on the job' under the supervision of the Regional Inspector. This can be very valuable, as was found in one region where newly joined Inspectors were given a thorough training

of six to nine months before being posted to a district. Such training consisted of a good deal of field experience through inspection visits and participation in in-service courses as well as learning the necessary duties of for example, making forecasts of work, the keeping of careful records and the writing of reports and memoranda. A particular feature of this region, where communications were relatively easy, were the monthly meetings of the Regional Inspectorate, chaired in turn by all Inspectors, which gave the opportunity for regular discussion on professional topics and matters affecting education in the region. It was claimed, with some justification, that such regular meetings did more than anything else to contribute to the strength and team-spirit of the inspectorate. As in other professions, Inspectors learn a good deal by such regular contact with one another.

62. A useful guide to the newly-appointed Inspector, and indeed to those with some experience, was produced in 1972 by senior members of the Inspectorate in the form of Notes for Primary School Inspectors. These notes outline the main duties of the Inspector and the procedures to be followed in inspecting and reporting, as well as other activities, and suggest the criteria that might be used in assessing the work in different subjects of the curriculum. They are complemented by 'Notes for Primary School Heads' which similarly give guidance on their duties and responsibilities in the administration and supervision of their schools.

63. The view, however, formed in this study-mission, which was corroborated by discussions with many Inspectors of all ranks and with administrators, is that there is a need for a more systematic scheme of training of new Inspectors as well as for increased opportunities for in-service training and professional renewal during their careers. The value

of the Inspectorate depends ultimately on the quality of the advice they give to the administration and the teachers, and the professional leadership they exercise through inspection-visits, in-service training and in other ways. To suggest that this could be strengthened is not to deny the value of the contribution already made by the Primary Inspectorate in the comparatively short period of its existence. That was apparent. At the time of this visit, discussions were taking place between the Ministry, the Institute of Education of the University of Zambia and representatives of the Institute of Social Studies and the Centre for the Study of Education in a Changing Society, both based at The Hague in The Netherlands, with a view to establishing a three-year project at the University which would have as one of its main objectives the provision of training courses for Inspectors and administrators to improve their skills and performance. It has been learned since that unfortunately, due to difficulties of financing, this project will not be established.

64. It is to be hoped, however, that ways and means will be found of setting up such induction courses. It is suggested that they be of at least six months' duration, if training in the field under experienced Inspectors is to be combined with more formal training given in the University or elsewhere. Such courses, in the Consultant's view, would need to comprise three main elements:

(a) From the point of view of the personal education of the Inspector, a study in depth of developments in primary education in Zambia and in other countries. The National In-Service College (NISTCOL), which has already conducted one such course for Inspectors, would have a valuable contribution to make here.

(b) A study of the principles, procedures and techniques of inspection and supervision, including a study of methods of evaluation and assessment, guidance and counselling, report writing and other forms of communication, and the conduct of in-service training.

(c) A study of the relationships between the Inspectorate and the Administration, the Curriculum Development Centre, the Psychological Services, Educational Broadcasting and Television and the Library Services, and also its relationship with the school community.

65. It also seems very important that increased opportunities be provided for keeping Inspectors in-service abreast of developments proposed and taking place in their field of activitiy by holding regular workshops and seminars for them in association where possible with the staff of the training colleges and with the heads of schools. One thinks, for example, of needed developments in environmental science and agriculture, manual and craft training, the use of the mass media and special education for handicapped children. It is also hoped that more Inspectors will be enabled to travel to other countries, in Africa as well as in countries overseas, to observe and learn from other systems of inspection and supervision.

66. Duties and Activities

Headquarters Staff

Annex I to this paper lists the specific duties of the Chief Inspector of Schools and the Deputy Chief Inspector and of the Senior Inspectors and Inspectors who have particular responsibility for primary education. From this, it will be seen that the Senior Inspector of Schools, Primary (1) and the two Inspectors of Schools, Primary (1) and (2) are

mostly directly concerned with the work of the schools, while the Senior Inspector of Schools, Primary (2) and the Inspector of Schools (Teacher Training) are concerned mainly with the work of the teacher training colleges. It is valuable that at headquarters level the inspection and supervision of the schools and colleges are closely linked. The S.I.S.(1) coordinates the work of the S.P.S.I.s in the regions, and is indeed the main point of contact between the Regional Primary Inspectorate as a whole and Ministry headquarters. Also, as far as primary school curriculum and examinations are concerned, he exercises general control and supervision over the work of the Curriculum Development Centre and of the Examinations Unit, and he is assisted by the two I.S. Primary, each of whom has particular responsibility for a group of subjects in the primary curriculum.

67. These responsibilities are discharged in various ways. The S.I.S.(1) is in regular contact with the S.P.S.I.s through correspondence, the issue of memoranda and notes of guidance, periodic meetings held at Ministry headquarters and the personal visits which he and his colleagues at headquarters make regularly to the regions, where they take part in inspection-visits as well as discussing problems with Chief Education Officers and their staff. From the experience of the consultant, who had the pleasure of being accompanied by both S.I.S.(1) and (2) on his tours, such visits are clearly appreciated by the field staff and help to keep headquarters in close touch with what is happening in the regions. The Regional Inspectorate are also expected to provide annual reports of their work to headquarters, as well as submitting all reports on schools inspected and making recommendations for promotions to deputy headships and headships. The general impression gained was that the headquarters staff of the primary inspectorate had a close

knowledge of the progress of primary education in the regions. It was however, somewhat surprising that the Regional Inspectors did not send in to headquarters, termly, information about the number and type of inspection visits paid to the schools in their areas. Such information would enable the heads of the Inspectorate to keep apprised of the current situation of inspection in the regions and of particular problems and deficiencies where they existed.

68. It was also clear that the headquarters inspectorate, through the liaison they maintain with the Curriculum Development Centre and with other agencies, such as the Psychological Service and the Examinations Unit, attached to the Ministry, exercise a good deal of influence over what might be termed qualitative developments in education. They are also in constant contact with senior administrators concerned with planning and development. In fact, the load of administrative and consultative work, as observed, appeared to be very heavy, particularly for the Chief Inspector and his Deputy, and there seems to be a good case for some increase in higher posts at headquarters, when resources allow.

69. <u>The Regional Senior Primary School Inspector</u>

His role in the whole system of primary inspection is a vital one. He has two main responsibilities: first, to be the leader of a team of inspectors and ensure, as far as he can, that their services make a real and positive contribution to the improvement of education in the schools; and, secondly, to keep the Chief Education Officer of the Region and the Ministry fully informed of the state and standards of the schools and to help ensure that the recommendations of his colleagues

which require administrative action - such as staffing, buildings and supplies-are carried out. His specific duties are wide-ranging and can be illustrated by the following list drawn up by the S.P.S.I. for the Copperbelt Region and supplied to the Consultant

(1) Original planning of development work in the regions.

(2) Co-ordination of the programmes and routines of the Subject S.P.S.I.'s and the District P.S.I.'s.

(3) Overall responsibility for the professional conduct in 222 schools, of over 3,000 teachers, including 500 untrained teachers, and responsibility of 170,000 children.

(4) Overall responsibility for the professional development of heads, deputies and senior teachers.

(5) The central administration of:

(a) the Schools Equipment Vote;

(b) movement of teachers to in-service courses;

(c) the processing of inspection reports on schools and on teachers;

(d) the Copperbelt Education Magazine;

(e) art and other competitions;

(f) exhibition work;

(g) national and regional examinations;

(h) psychological testing and evaluation work;

(i) ordering and dispatching library and reference books;

(j) regional training programmes;

(k) annual reports, both Inspectorate and Regional;

(6) The first contact with bodies anxious to work in schools in the region, e.g. Psychological Service, Curriculum Development Centre, etc.

(7) The compiling of confidential reports on Inspectors.

(8) Recommendations for promotion posts in ex-scheduled schools.

(9) Conduct of monthly Inspectorate meetings and the routine of joint meetings with Education Officers.

(10) Service on promotion and disciplinary committees.

(11) Organization of candidates for Commonwealth Fellowship Bursaries.

(12) Keeping the Chief Education Officer and, through him, the Ministry informed of the state of the schools and the educational standards therein.

To judge from the visits paid to various regions and the reading of reports submitted by Regional Inspectors they know the conditions and problems of the schools well and work cooperatively with their colleagues and with the regional administration in planning and implementing developments. They are limited in some cases by relatively poor office facilities as well as by lack of transport. Inevitably they are involved in a good deal of routine administration, but in most cases they take an active part in inspecting the schools and in the in-service training of teachers.

70. The Subject Senior Primary School Inspector

These posts, as noted in paragraph 52, were first established in 1972, to strengthen the services of Primary Inspection and Supervision and to assist the teachers to carry out the curricular reforms introduced by the Zambia Primary Course. This seems to have been a wise policy. The need for improving the teaching of Zambian languages has received particular attention. In seven of the nine regions there is now a subject S.P.S.I. for the particular language taught in each region and it is hoped soon to make appointments for the other two regions. The other subjects for which Subject S.P.S.I.s and certain P.S.I.s have

been appointed are (numbers appointed shown in brackets): English (2); Mathematics (2); Homecraft (3); Physical Education (1), Science subjects (2); and also Special Education (2) and Adult Education (2). (The responsibility for inspecting Adult Education, which is mainly concerned with evening classes for students working for primary leaving, Form 3 or School Certificate examinations comes under Primary Inspection. There is no inspector at headquarters with special responsibility in this field.) Except, therefore, for Zambian languages the number of subject inspectors in post is small compared with the number of regions, and they are expected to assist in regions other than the one in which they are based.

71. Though no very precise list of duties has been laid down, the main responsibility of the subject inspector is to develop the teaching of his subject in the region, and where possible in other regions, by:

(a) inspecting and reporting on the teaching in the schools;

(b) organising workshops, seminars and longer courses to improve teaching techniques;

(c) collaborating with district inspectors in team Inspection and district courses;

(d) drafting regional and national examination papers in their subjects;

(e) serving on promotion and other professional committees in the region and in the Curriculum Development Centre;

(f) collaborating with the Psychological Service and the Curriculum Development Centre in evaluation of the Zambia Primary Course and pre-testing work in their subject.

72. In the Southern and Eastern Regions, which were visited, the subject inspectors, except those for Homecraft, had some general inspection duties, mainly because of the current understaffing of the inspectorate. In Copperbelt Region, this was not the case, though they assisted in team and routine inspection-visits. With the present need to improve the teaching of particular subjects, it may be desirable that the subject inspector should be exclusively concerned with his own subject. In the long term however, it is desirable that all subject inspectors should have some general assignment, though relatively small, to keep him in touch with the whole work and life of the schools and to enable him to see his subject in the context of the whole curriculum, which is especially, but not only, important in the case of primary schools.

73. Even after a short period in service, it was evident that, through courses, the supply of visual and other aids to schools and in other ways, the subject inspectors were thoroughly justifying their appointments. As resources permit, there is a good case for increasing their numbers, so that eventually there is a specialist adviser for each subject in each region. In any case he should not be expected to cover more than two regions. In view of the importance, already mentioned, of emphasizing practical, environmental and work-oriented studies in the upper primary classes, especially for boys, it will be necessary to recruit subject inspectors with special knowledge and experience in these fields. It may indeed prove desirable to go outside the normal field of recruitment from primary heads and teachers and to select some people with experience in agriculture, and rural crafts and occupations and give them special training at NISTCOL in teaching before taking up their posts.

74. The District Primary School Inspector

His main duties are defined in general terms in the 'Notes for Primary School Inspectors' as follows:

"(a) To assess and evaluate the school as a place of learning;

(b) To advise the Head and his staff on ways and means of eradicating faults and raising standards;

(c) To record his findings and to keep the Ministry informed on the state of the schools and consequently of educational standards in Zambia;

(d) To keep in touch with educational thought and problems and having examined them critically to adapt sound ideas and solutions to Zambia's needs;

(e) To stimulate educational though through the dissemination of experience and knowledge; to encourage Heads and teachers in their educational endeavour;

(f) To assess and evaluate the syllabus and supporting material in use and to forward constructive criticisms to the Ministry;

(g) To be in a position to advise Chief Education Officers on matters relating to postings, transfers and promotions;

(h) To cooperate with municipal and government administrators in so far as they are concerned with education.

Note: The Inspector of Schools should not become involved with administrative detail. His task is to observe, advise and teach. Above all he is a field officer and must not be desk-bound."

75. The report of a meeting of Senior Primary School Inspectors held in April 1973 in Lusaka.

enumerates the District Inspector's duties rather more specifically.

It states that it was "agreed that as a professional officer the District Inspector was responsible to the Regional Inspector for the improvement of quality of work in the schools in the District through:

(a) Advisory visits and inspection of schools and teachers, followed by discussion, advice, reports and recommendations.

(b) The regular mounting of refresher courses, seminars and workshops for teachers based on weaknesses observed during advisory and inspection visits.

(c) The organisation of courses for untrained and trained teachers meeting new areas of work and faced with new methods procedures and alternative approaches.

(d) Regular meetings with Heads, Deputies and Senior Teachers to develop their professional background and competence.

(e) Checking school orders for equipment to ensure that correct materials are ordered in sensible quantities.

(f) Collaboration with Education Officers to ensure that schools are adequately and properly staffed.

(g) Maintenance of good relationships among teachers by ensuring that work loads are reasonable, teachers fit for promotion are brought forward and teachers setting a bad example are brought to a professional level.

(h) Item writing for and supervision of National Examinations.

(i) Collaboration with Psychological Services and Curriculum Development Centre in various forms of evaluation and pre-testing work.

(j) Service on promotion of teachers and other committees as required."

In the remainder of this section, these various duties are reviewed in the light of observations made during the study-mission and discussions with inspectors, teachers and administrators.

76. Inspection and Reporting

According to information provided by the Chief Inspector of Schools, when the schools are in session inspectors spend about half their time in making visits and devote the other half to other professional duties such as in-service training, report writing, subject meetings, examinations, etc. During school holidays about three-quarters of their time is spent on in-service training. But regular visiting of schools is the inspectors' main task. "Normally each school should be visited twice a year for general inspection and follow-up but transport difficulties, especially in rural areas, make the primary school inspectors reduce the frequency of their visits to at least one visit to each school in a year." Discussions with groups of inspectors in various areas and the reading of annual reports from the regions stressed the difficulties referred to and made it clear that it was not always possible for every school to have a thorough inspection-visit even once a year.

77. Visits to schools take various forms. First there is the full team inspection of a school, in which a panel of Inspectors usually including the Regional S.P.S.I., and sometimes inspectors from Headquarters, pay a visit of one or more days, according to the size of the school, and make a thorough assessment of the school's life and work and issue a report. Advance notice is usually given to the school of such an inspection so that the necessary factual information can be prepared beforehand. The procedures for such inspections are outlined in the 'Notes for Primary School Inspectors' already referred

to, and also the guidelines to be followed in assessing the work in different subjects. All classes and teachers are observed and all aspects of school organisation, premises and equipment, and extra-curricular activities investigated. Such inspections are concluded with full discussions with the head. It is emphasized in the 'Notes' that such inspections can be very time-consuming and expensive in manpower and transport in the case of larger schools and 'for this reason they should not take place too often", and "no individual Inspector, except the Regional Inspector should be involved in more than two in any one term". In fact, reports from the regions suggest that team inspections of this kind are not held very frequently. In the Copperbelt Region, for example, there were so such Inspections in the last academic year for manpower and financial reasons.

78. The evidence from the reports of such 'full' inspections as were read and the few in which it was possible to participate during the mission suggests that it is a very thorough exercise and enables the Inspectors and the administration as well as the teachers to get a full picture of the school's life and work, and of deficiencies, either material or pedagogical, to be remedied. One such report on a large school ran to over fifty headings. But though recommendations for improvement are made, the main aim of such formal inspections is to assess standards of work and teaching and its function tends to be judicial rather than advisory. Its value, especially at a time of radical curriculum change, needs to be considered in relation to visits of a less formal nature. There was some evidence from both Inspectors and teachers that the advisory visit could often be more valuable to the schools, though there was a need for the formal inspection from time to time.

79. Secondly, there is the 'follow-up' inspection, following at an appropriate interval a formal inspection. Its purpose, of course, is to ensure that recommendations made previously are being carried out. One such visit in which the consultant participated was extremely thorough. A short report may be issued showing what action has been taken on the recommendations made. Follow-up visits are also made to teachers who have attended a particular course to observe its effects on their work and to encourage them in putting suggestions into practice.

80. The third, and most common, visit is that by one or more Inspectors to a school for assessment and advice on a less comprehensive basis than that of the full team inspection. The Inspector observes work in particular classes or concentrates on particular aspects of the curriculum and in so doing inspects the work of particular teachers for report purposes. He also checks on the supply and use of books and instructional materials connected with the Zambia Primary Course, and notes and discusses with the head and staff particular problems of the school. Inspectors are encouraged to plan such visits with a definite strategy in mind. For example, inspections in the area may have revealed certain weaknesses which need correcting. Or, as this year, the introduction into all Grade V classes of the ZPC may require particular concentration on the work of that grade; or the Inspector may be carrying out a survey of the teaching of a particular subject with a view to holding an in-service course for teachers.

81. The 'Notes for Primary School Inspectors' contain suggested lay-outs for different kinds of report but a good deal of freedom is left to the individual Inspector and there is no official 'pro forma'. Those seen gave on the whole a clear picture of a particular school or the

work of a particular teacher and Regional Inspectors clearly go to a good deal of trouble to ensure that they are well-written. But there was some indication of the need to convey criticisms more constructively and to encourage the school to build on its strengths as well as to remedy its weaknesses. Copies of reports, after approval by the Regional Inspector, are sent to the Chief Education Officer for information and for administrative action, where needed, and also to the school head. Copies are also sent to the Inspectorate at Ministry Headquarters indicating what action is required or has been taken in the region. The Inspectors at Headquarters may communicate with the Regional Inspector on any matter of interest or one which requires particular attention. Reports on individual teachers may be required for a number of purposes, such as promotion to deputy headships or headships by the Teacher's Service Commission, or for selection for a course or for disciplinary purposes. In the past the manager of a primary school was expected to report on all the teachers in his schools annually to the Chief Education Officer. As more heads of schools are becoming 'self-managing' this now becomes their responsibility.

82. The inspection-visits in which the consultant was privileged to take part were characterised by the thorough attention paid to the standards of work being achieved by the pupils and the methods of teaching. Teachers' notes and records of work were carefully scrutinised and the Inspector usually spent a whole period with a particular class, observing the teaching, looking at written work and occasionally taking the opportunity to question the pupils. There was frank but friendly discussion with teachers at the conclusion of lessons and at the end of the school session. Most of the schools visited were following the approved syllabuses of the Zambia Primary

Course and using the books and materials supplied by the Curriculum Development Centre. Particular attention was paid to ensuring that the teachers were following the various steps in the teacher's handbooks, where these were provided, and using supporting readers or curriculum materials in the manner prescribed. It is fully appreciated, particularly in the teaching of languages and mathematics, where the syllabuses are carefully structured, that these guidelines should be carefully followed, so that each step in the teaching process follows logically what goes before. It is also true that many teachers are not yet thoroughly familiar with the new approaches and a significant proportion are untrained. Nevertheless, it was felt that more might have been done to stimulate the teacher's own initiative and to help him to appraise for himself the methods suggested. Clearly much depends on the teacher's own training and confidence, and it is not implied that the teachers were not benefiting from the advice given. But one of the main aims of inspection must be to build up the teacher's professional responsibility and assist him to think through his own problems and how they may be solved.

83. As observed, a good deal of the Inspectors' time in schools was taken up in checking books and curriculum materials, and in seeing whether they had been ordered and reached the schools at the right time and in the right quantities, and whether they were being used and stored properly. There were cases where expensive materials were being damaged by neglect or ignorance on the part of teachers or because of poor facilities for storage. This should really be the responsibility of the school head or his deputy, not the inspector, and the training of heads to assume this and other responsibilities is clearly a matter of great importance.

84. In-Service Training and Curriculum Development

Both the general duties of the primary inspector listed in the 'Notes for Primary School Inspectors' and the more specific responsibilities agreed by the regional inspectors at their conference (paragraphs 76 and 77) stress this function. One Regional Inspector visited regarded it as the most important job they did. All the indications were that, within the limitations of finance and time, a valuable contribution was being made by the Inspectors. Each region is allocated by the Ministry an annual sum,(unfortunately reduced in the current year) for refresher courses, to which teachers are now expected to make some contribution; and priorities, with guidance from headquarters, are determined in the regions. Courses vary in type and length. A good deal is done by way of workshops and seminars at weekends or in school holidays, and there are longer retraining courses financed out of the Ministry's training vote. The courses conducted by inspectors, often with good cooperation from the Teacher Training Colleges, are mainly concerned with various subjects of the Zambia Primary Course. Emphasis is rightly being attached to courses for the heads, deputy heads and senior teachers of primary schools on administration and school organisation and supervision, as they assume the responsibilities previously exercised by school managers. The 'Notes for Primary School Heads', issued by the Ministry, are a useful aid for such courses. From observations made there was no doubt of their need. Inspectors are also required to recommend teachers for longer courses, such as those provided at NISTCOL, and occasionally for courses overseas.

85. The in-service training provided and assisted by Inspectors clearly gains in value if, as said earlier in this paper, the inspectors

themselves are given the maximum opportunity by study, seminars and conferences to keep themselves abreast of developments taking place in primary education. More perhaps might be done to emphasize the importance of 'collaboration with the Psychological Services and Curriculum Development Centre in various forms of evaluation and pre-testing work' [paragraph 77(1)]. There seems to be a need for harnessing the services of the field inspectorate and of other partners in the educational service, such as teacher trainers and experienced heads of primary schools, more systematically in this process. The establishment of regional subject committees, under the chairmanship of subject inspectors, where they exist, or other inspectors, might be one way of fostering greater participation in curriculum change and evaluation. A further development could be the establishment, where appropriate, of Teachers' Curriculum and Resource Centres, which provided a venue for discussions, demonstrations and exhibitions of school work, and also a workshop where teachers and others could devise their own teaching aids.

86. If inspectors in the field are to be kep more closely in touch with developments planned at the centre as well as to feed back information and advice gained from their own knowledge and experience of what is happening in their areas it is necessary that there should be a good system of communication within the inspectorate body. This can be achieved partly by affording opportunities for Inspectors to meet at national and regional levels as often as finances and time permit, and also through the written word. A proposal being considered to launch a professional newsletter in which Inspectors can discuss their professional problems and experiences and gives accounts

of interesting experiments and developments in the field of education, seems very sound. More too might be done by agencies such as the Psychological Service, the Educational Broadcasting and Television Service and the Library Service to keep Inspectors as well as others in the picture by a regular information series.

87. Primary Inspectors are engaged in a number of other activities besides their main work of inspecting and conducting in-service courses. They are concerned with the organisation of exhibitions of children's work and of competitions, both cultural and athletic. In some regions they assist in the production of an educational magazine. They have to set questions for national and regional examinations and to assist in their supervision. All books in use in the schools have to be recommended by the Inspectorate, and at headquarters there is a joint advisory committee of the Ministry and the Kenneth Kaunda Foundation (which publishes books for schools), on which the Inspectorate in fully represented.

88. <u>The Inspector and the Administrator</u>

In a system such as Zambia's, where the Inspectorate is in the main a professional service working alongside but distinct from the administrative service, it is important that there should be close collaboration and consultation between the two branches and a clear understanding and appreciation of each other's role. This was strongly emphasised in the discussions held at Ministry Headquarters. There the heads of the Inspectorate and of the administration, for example the Educational Planning Unit, work closely together in the preparation of development plans and in the assessment of educational priorities. With the increasing decentralisation of administration the same collaboration is essential at regional and district levels.

At regional level the working relationships between the Regional Inspector and the Chief Education Officer are well-established and as far as could be judged in a short visit seemed in the main harmonious. With the appointment of more Education Officers at district level, assuming the duties previously carried out by school managers, it may be useful to define with some degree of precision the respective duties of the district Inspector and district education officer, though inevitably in all such relationships everything ultimately depends on mutual goodwill and respect for each other's role as equal partners in providing the best possible education for the children. In any training scheme for Inspectors and administrators, a study of these relationships is essential.

89. Conditions of Working

The greatest material handicap to the inspectorate in carrying out its duties is the lack of transport, especially in the rural regions which cover so much of the country, where roads to the schools are poor or non-existent and perhaps only a four-wheel drive vehicle can get through, especially in the rains. Examples of the difficulties encountered by Inspectors were vividly expressed in some annual reports from the regions and in discussions with individual Inspectors. The one four-wheel drive in an area may have to be shared by Inspectors with a number of other officials. For example, the paymaster must have priority for his rounds each month. Also many vehicles are off the road awaiting repair or replacements. The annual report from one region stated that of 40 'pool' vehicles only 13 were in good working condition. As a result the carrying out of inspection programmes is fraught with uncertainty, though Inspectors do make considerable efforts to overcome difficulties. In a report from one region it was

stated that "Mr. X managed to cover a lot of schools by either walking or using a canoe: ... over 200 schools were visited and teachers' reports written by this new officer who appears vigilent and dedicated to duty."

90. The office accommodation, facilities and clerical help for Inspectors that were seen at regional and district levels varied a good deal in their adequacy. The Copperbelt Region provided a good example, but in other regions space was rather cramped and there was a shortage of office equipment for typing and reprographic purposes. There appeared to be a need for professional educational libraries at regional headquarters for the use of Inspectors.

SECTION III. SUMMARY OF CONCLUSIONS

91. The effectiveness of any system of inspection and supervision in improving the quality of the teaching and learning that takes place in the schools, which is assumed to be its main aim, is conditioned in no small measure by the material conditions in the schools - the state of the accommodation and whether the teachers and pupils have the necessary books and other curriculum materials; it is also conditioned by other factors, such as the professional competence and training of the teachers and their status, and the organisational and supervising ability of the heads. From the first section of this paper it can be seen that the expansion of primary education in the country since Independence, which reflects the determination to provide all children with a basic education as soon as possible, has brought with it considerable problems of shortages of classroom accommodation, leading to over-enrolment and double, and even triple, sessions and the use of unsatisfactory buildings, particularly in rural areas.

At the same time, through the introduction of the Zambia Primary Course a determined and on the whole successful effort has been made to provide the children with an education much more relevant to their own interests and experiences and to involve them more actively in their own learning. It has also provided the books and curriculum materials on an impressive scale, though not all schools yet have benefited. There are still many teachers who lack the necessary training to use the course successfully, but much is being done by retraining and in-service training to improve the situation; and more attention is being paid to the training of the heads of schools in what should be their responsibilities.

92. It is within such a context of development, albeit with many problems to be solved, particularly that of making better provision for the education and training of those who will not proceed to a secondary school, that the Primary School Inspectorate is working. It is still a relatively new service, having been established in its present form at Independence in 1964, and it consists very largely of Zambians with only a few expatriates. Though it has certain administrative duties its aims and functions are largely professional in nature. From the evidence of this study it can be said that it is making an important contribution to the development of education in the primary schools and merits full support.

93. This paper, in analysing and discussing the system of inspection and the work of the Primary Inspectorate, has attempted to see how it can achieve its aims even more successfully and to examine some of the problems and obstacles that stand in the way. These problems are no doubt familiar enough to those in the service but perhaps can be usefully underlined by the more detached observer, himself an old inspector, and suggestions are offered in a constructive spirit.

94. Organisation, Staffing and Training

The general organisation of the Inspectorate at headquarters and regional levels seems to be soundly conceived with a clear definition of respective responsibilities. The recent appointment of subject Inspectors in the regions seems likely to strengthen the system of inspection and the development of the new curriculum in the schools through in-service training. There is rather a wide gulf between the Primary and Secondary Inspectorates and it seems desirable that there should be closer working relationships in the interests of continuity between the two sectors of education. In view of the important functions of the Regional Inspector there seems to be a good case for upgrading this post within the hierarchy.

95. Though there is on the whole good contact maintained between the headquarters staff and those in the regions there are indications that rather more concerted planning is necessary of inspection activities and the devising of strategies that will make the best use of the services of the Inspectorate. Although the annual reports of the Inspectorate in the regions are useful in keeping headquarters apprised of developments and problems, some improvement in the channels of communication seems desirable - in both directions, and a better system of maintaining records of the 'state of inspection' in the regions.

96. There are evident difficulties in recruiting women to the Inspectorate, not only for homecraft but for general inspection duties. It is to be hoped that their numbers can be increased and well qualified 'senior teachers' attracted to the service.

97. Although there has been a substantial and welcome increase in the staffing establishment of the Primary Inspectorate some 40 per cent of the posts were unfilled at the time of this visit and in consequence

many regions were seriously understaffed. For this reason and because of problems of transport the schools were not being visited as frequently as desirable. If the full complement is recruited, with the assistance of Regional and Subject Inspectors, especially if more of the latter are appointed, the ratio of Inspectors to teachers should be very much nearer a norm of 1 to 150, which it is suggested is desirable. It should then be possible to maintain an average frequency of two inspection-visits a year to each primary school, with a full inspection once in three years.

98. The various duties and responsibilities attaching to the senior posts of the Inspectorate at Ministry Headquarters are considerable and indeed necessary, if close consultation is to be maintained with the administration and the other agencies under the Ministry's control and at the same time the whole work of the Inspectorate planned and directed. Some increase in the number of higher posts would benefit the discharge of both these main functions.

99. The contribution of inspection and supervision would be more effective if thorough and systematic training were provided for Inspectors on appointment and there were more opportunities for professional renewal during the course of their careers. In paragraph 66 of this paper it is suggested that an induction course of at least six months be established, combining education and training both in developments in primary education and in the functions and skills of inspection and supervision with attachment to experienced inspectors in the field. For Inspectors in the service more workshops, seminars and conferences in association with teacher-trainers and school heads are desirable and opportunities provided for visits to other countries in the continent, as well as to countries overseas, to observe other systems and to share ideas and experiences.

100. Duties and Activities

As far as could be judged from visits paid to schools with Inspectors and the reading of reports, the assessment of work in the schools is thorough and the guidance and advice given in discussions and in written recommendations are helpful. Much attention is given to helping teachers implement the Zambia Primary Course successfully, where this is in use, and also to checking the supply, organisation and storage of the necessary books and materials. More might be done, however, to increase the teacher's responsibility for devising his own teaching methods and techniques and evaluating the results.

101. Formal team inspections of larger schools take place less frequently than they did and more emphasis is placed on visits which are more advisory in nature, though based on assessment of the work. A continuing study is needed of the types of inspection-visit most likely to benefit the schools, while keeping the administration both in the Ministry and the regions fully informed of the educational situation. The use of the services of the Inspectorate in carrying out surveys of particular problems and developments through studying them in a number of schools might also be considered.

102. The inspectorate, through its regional programmes, is clearly playing a valuable part in the retraining and in-service training of teachers. Of special importance are the courses conducted for heads, deputy heads and senior teachers of the primary schools. Liaison with the Training Colleges in all these courses is essential. The development of Teachers' Centres, where possible, under the guidance of the Inspectorate, would increase the opportunities for self-improvement for the teaching profession.

103. It is important that the Inspectorate should be associated as closely as possible with the evaluation of the Zambia Primary Course. The formation of subject committees in the regions, which included training college staff and teachers, would assist in this process. It is also necessary that the Inspectors in the regions should be kept fully in the picture of the work of the Psychological Service, the Educational Broadcasting and Television Service and the Library Service and assist the contribution they can make to the work in the primary schools.

104. Close and cordial working relationships between Inspectors and education officers are essential to the efficient working of the schools. With the increasing decentralisation of educational administration it may be desirable to formally define their respective duties and responsibilities at district level.

105. Conditions of Working

The work of the Primary Inspectorate in the regions in seriously handicapped by the lack of transport facilities and until this is remedied the service of inspection and supervision cannot make the impact that it could and should. Office accommodation and facilities for Inspectors are inadequate in the region. The provision of libraries at regional headquarters would greatly assist them in carrying out their professional duties. It is important that District Inspectors should be properly housed.

ANNEXES

ANNEX I

1973 JOB DESCRIPTION FOR THE INSPECTORATE
MINISTRY OF EDUCATION AND CULTURE HEADQUARTERS

1. Chief Inspector of Schools

(a) Direction and co-ordination of the Inspectorate Division of the Ministry of Education and Culture.

(b) Recommendations of appointments to the Curriculum Development Centre, the Psychological Services and the Inspectorate Division.

(c) Approval of the projects of the Curriculum Development Centre and the Psychological Services.

(d) Control of Inspectorate funds; liaison with other sections of the Ministry on policy matters.

(e) Advising on staffing of schools and colleges, training and retraining of teachers and Inspectors of Schools.

(f) Approval of teaching material and syllabi.

(g) Inspection of schools and colleges.

2. Deputy Chief Inspector of Schools

(a) Supervision of the work of Senior Inspector of Schools and Inspectorial Office Staff. Advising on the appointment of Senior Inspectors and Inspectors of Schools.

(b) Allocation of office accommodation and equipment of the Inspectorate. Recommendation of primary and secondary schools and teacher training syllabi.

(c) Liaison with University of Zambia School of Education and Institute of Education on secondary teacher-training programmes and professional matters.

(d) Approval of the quality and standard of national examination papers Grade VII and Form III; liaison with Examinations Section.

(e) Approval and ascertainment of the qualifications of teachers. Liaison with the Teaching Service Commission and Personnel Division.

(f) Setting and marking Teaching Service Commission Professional Examinations.

(g) To act as a link between the Inspectorate Division and the Planning Section Technical Commission, Department of Culture, the Teaching Service Commission, Educational Broadcasting and Television Services and Zambia Library Service.

(h) Advise on staffing of secondary schools.

(i) Inspection of schools and colleges and any other responsibility given to him by the Chief Inspector of Schools.

3. Senior Inspector of Schools, Primary (1)

(a) Co-ordination of the work of Senior Primary School Inspectors based in the regions.

(b) Supervision of the work of Inspectors of Schools, Primary, based at the Ministry Headquarters, Lusaka.

(c) Supervision of the work of Inspectors of Schools for Special Education.

(d) Advise on appointments and postings of Inspectors of Schools, Primary.

(e) Advise on staffing of primary schools. Control and supervision of primary school curriculum including primary schools examinations and teaching material; hence must liaise with CDC, ETV, NECZAM and NEDCOZ in this connection.

(f) Inspection of Special Schools, Primary Schools and Primary Teacher-Training Colleges and any other work given to him by the Deputy Chief Inspector of Schools.

(g) Must keep Senior Inspector of Schools, Primary (2), informed of all matters pertaining to Primary Schools and Primary Teacher-Training Colleges.

4. Senior Inspector of Schools, Primary (2)

(a) Control and supervision of Teacher-Training College curriculum, examinations and teaching material; liaison with University of Zambia and Curriculum Development Centre.

(b) Advise on staffing of Teacher-Training Colleges - hence liaison with Personnel Division.

(c) Production of Annual Reports covering primary school education and teacher education.

(d) Production of Education Journal and College Calendars.

(e) Supervision of the work of Inspectors of Schools for teacher training.

(f) Inspection of primary schools and teacher-training colleges and any other work given to him by the Deputy Chief Inspector of Schools. Must keep Senior Inspector of Schools, Primary (1), informed of all matters relating to primary schools and teacher-training colleges.

5. Inspector of Schools, Primary (1)

(a) Will work to Senior Inspectors of Schools, Primary, on day-to-day issues.

(b) Inspection of primary schools in all regions in liaison with CDC in Zambia languages, Mathematics and Handwriting.

(c) Inspection reports from regions.

(d) Together with Senior Inspectors of Schools, Primary, sit on promotion committees of teacher to deputy headships and headships.

(e) Any other responsibilities that the Senior Inspectors of Schools, Primary, may give him.

6. Inspector of Schools, Primary (2)

(a) Will work to Senior Inspectors of Schools, Primary, on day-to-day issues.

(b) Inspection of primary schools in all regions.

(c) Primary school curriculum in Social Studies, English, Creative Activities, Physical Education, the last in liaison with Inspector of Schools (Physical Education).

(d) All matters concerning orders with NEDCOZ and printing with NECZAM.

(e) Zambia Primary Course expansion.

(f) Any other responsibilities that the Senior Inspectors of Schools, Primary, may give him.

7. Inspector of Schools (Homecraft)

(a) Will work to the Senior Inspectors of Schools, Primary, on day-to-day issues.

(b) Homecraft curriculum for primary schools and teacher-training colleges.

(c) General supervision of all Homecraft Organizers' work.

(d) Inspection of Homecraft in primary schools and teacher-training colleges.

(e) Together with Senior Inspectors will deal with staffing of Homecraft Departments in primary teacher-training colleges.

(f) Liaison with Chief Stores Officer on all Tender Board matters concerning materials to be bought by Homecraft Organizers and teacher-training colleges.

(g) Liaison with Assistant Secretary (Finance) on estimates for Homecraft.

(h) Any other responsibilities that the Senior Inspectors of Schools, Primary, may give to her.

8. Inspector of Schools (Teacher Training)

(a) Will work to the Senior Inspectors of Schools, Primary, on day-to-day issues.

(b) Inspection of primary teacher-training colleges.

(c) Primary teacher-training colleges curriculum and syllabi.

(d) In-service training (primary).

(e) Any other responsibilities that the Senior Inspectors, Primary, may give him.